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LAND DEVELOPMENT PLAN ELIZABETH CITY, N. C.





FOREWORD

Elizabeth City contracted with the Division of Community Planning of the N.C. Department of Conservation and Development in October of 1965 for technical assistance in the revision of its Land Use Survey and Analysis, its Development Plan, and its Community Facilities Plan. This publication, Revision of the Land Development Plan, Elizabeth City, N.C., updates the Development Plan prepared in 1961. This report contains new data, analyses, and recommendations. In addition, a new base map has been prepared and incorporated in the report.

Previous reports published for Elizabeth City under contract by the Division of Community Planning are as follows:

Parking Study, December 1960
Subdivision Regulations, March 1961
Development Plan for Elizabeth City, June 1961
Zoning Ordinance, September 1961
Public Improvements Program, May 1962
Community Facilities Plan, August 1962
Neighborhood Analysis, June 1963
Downtown Elizabeth City - Population and Economy Background, February 1965
Downtown Elizabeth City - A Preliminary Design Plan,

November 1965



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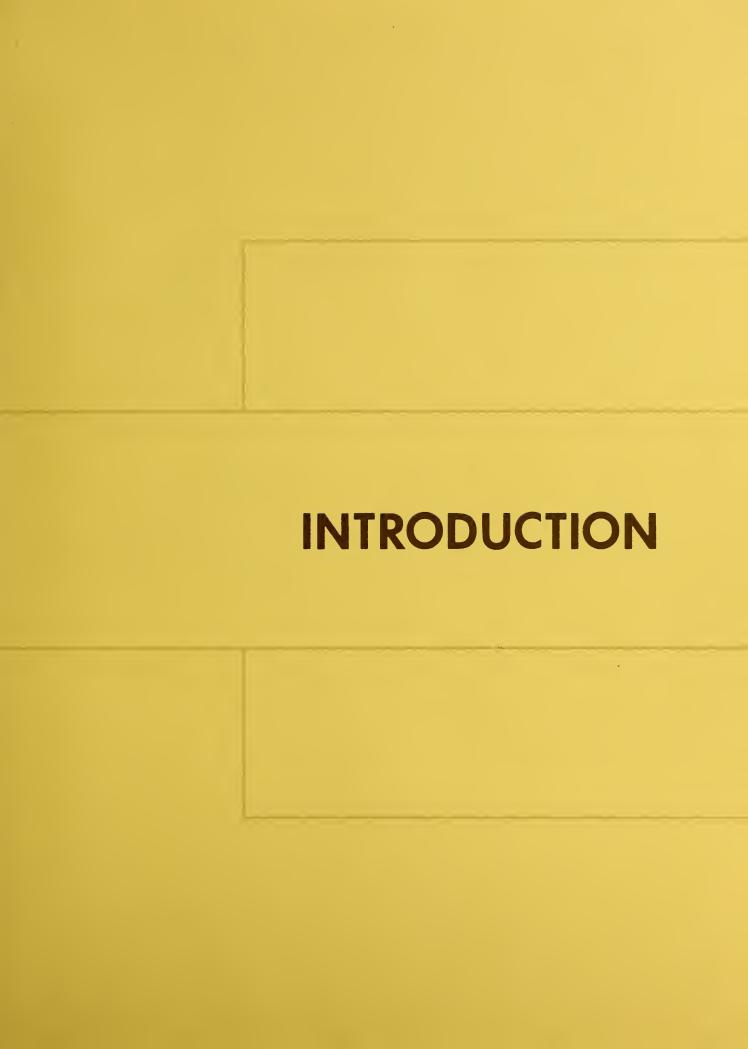
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INTRODUCTION

The original land use survey for Elizabeth City was prepared for the city by the Division of Community Planning in 1959. In 1961 this data was incorporated and published in the <u>Development Plan for Elizabeth City</u>. Since that time numerous changes have taken place within the city and the fringe area. In order to determine the magnitude of these changes and to assess their effect upon the original development plan, a new land use survey and analysis has been prepared. Because the fringe area (all land located within one mile of the city limits on all sides of the city) was not adequately shown on the original base map, a new map has been prepared and used for the survey as well as this report.

Based on the new survey, this report compares the existing land use pattern (1967) with the 1959 pattern and analyzes the more significant changes and their implications for future growth and development. The survey provides separate breakdown of the land use totals both inside and outside the city limits. However, changes occurring within the city limits will be considered together with those occurring on the outside because they are interrelated and often stem from common causes.

The revised land development plan presented in this report is largely based on the land use survey, plus the anticipated future population, and the existing and proposed pattern of public utilities and facilities, such as the water system, the sewage system, and the transportation system.

As stated in the 1961 Development Plan for Elizabeth City, N.C., the Development Plan "is concerned primarily with defining the form and extent of the future city. It is designed to insure that future growth and development will be orderly and pleasant, by suggesting how the existing and proposed playgrounds, residences, streets, industry and other land uses should be related to each other. It, therefore, provides a general framework within which more detailed development can be made.

When future development or improvements are contemplated within the community, the Development Plan is intended to act as a guide, both to private citizens and to the public official. To the private citizen, it indicates the type of neighborhood he can expect to live in, the best location for this business or industry, and the location of major arterial streets. To the public official, it is a framework for providing public facilities. To the Planning Commission, it is an outline of long-term growth against which each proposed new development may be judged and evaluated, before they make recommendations to the City Council."

The first part of this report contains the revised land use survey and analysis. The second part uses population projections to determine the approximate future land use needs of the city in 1987. The third part of the report will present the revised development plan for 1987. It will consist of two parts - a sketch thoroughfare plan and a land development plan. The fourth and final part presents the recommendations and implementation procedures.

LAND USE SURVEY AND ANALYSIS



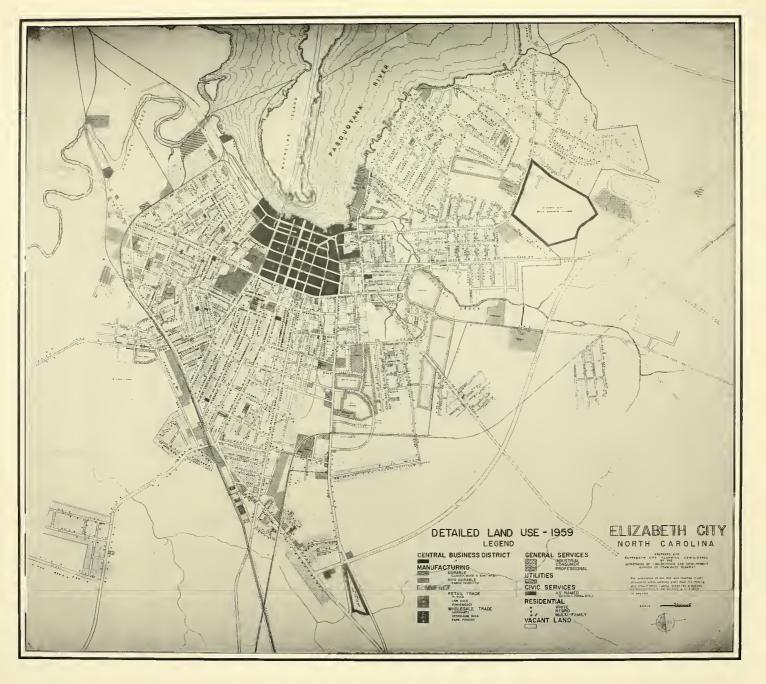
LAND USE SURVEY AND ANALYSIS - 1967

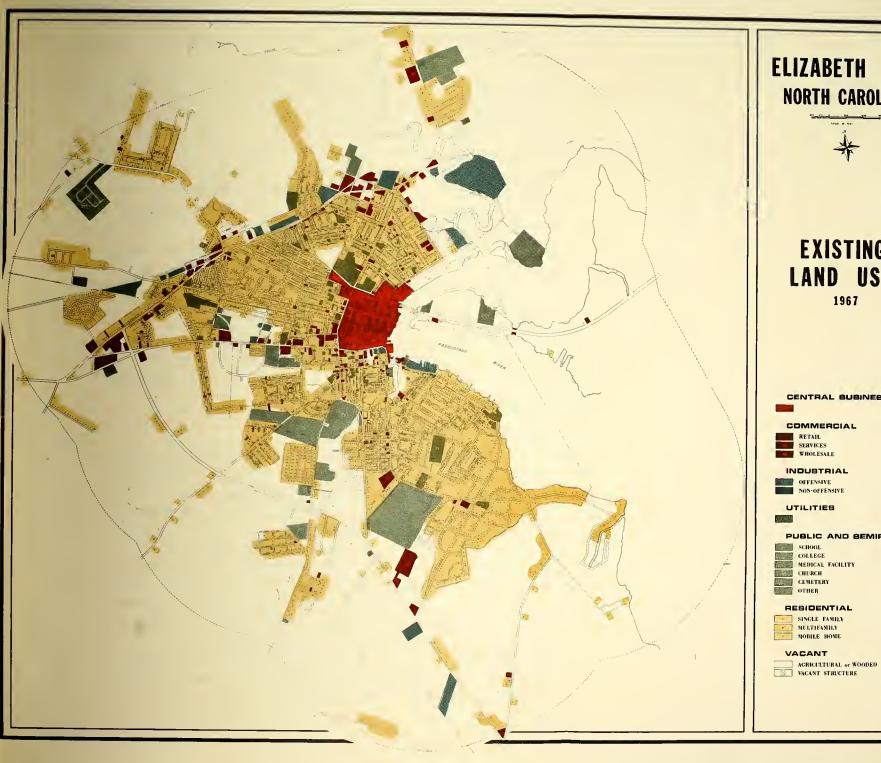
The new land use survey was made during the spring of 1967. Although it excluded the Central Business District, the subject of a 1965 Preliminary Design Plan, the survey included all other land both within the city limits and extending outside for one mile in all directions. Separate measures have been made of the land devoted to various uses both inside and outside the corporate limits. The results of this survey are compared with figures from the 1959 survey in the table below. (See Maps 1 and 2).

TABLE 1 - LAND USE ACREAGES AND PERCENT CHANGES, ELIZABETH CITY, 1959 - 1967

Insid	le City	Limits	Outsi	Outside City					
1959	1967	% Change	1959	1967	С	% hange			
85	91	+ 7.1	3 2	69	+	115.6			
26	22	-15.4	1 2	9 5	+	691.7			
119	127	+ 6.7	122	160	+	31.1			
766	828	+ 8.1	180	220	+	22.2			
8	12	+50.0	3	46	+1	,433.3			
625	627	+ 0.3	257	268	+	4.3			
964	926	- 3.9	2,190	2,011	-	8.2			
2,593 *	2,633		2,796 *	2,869					
	1959 85 26 119 766 8 625	1959 1967 85 91 26 22 119 127 766 828 8 12 625 627	1959 1967 Change 85 91 + 7.1 26 22 -15.4 119 127 + 6.7 766 828 + 8.1 8 12 +50.0 625 627 + 0.3 964 926 - 3.9	1959 1967 Change 1959 85 91 + 7.1 32 26 22 -15.4 12 119 127 + 6.7 122 766 828 + 8.1 180 8 12 +50.0 3 625 627 + 0.3 257	1959 1967 Change 1959 1967 85 91 + 7.1 32 69 26 22 -15.4 12 95 119 127 + 6.7 122 160 766 828 + 8.1 180 220 8 12 +50.0 3 46 625 627 + 0.3 257 268	1959 1967 Change 1959 1967 C 85 91 + 7.1 32 69 + 26 22 -15.4 12 95 + 119 127 + 6.7 122 160 + 766 828 + 8.1 180 220 + 8 12 +50.0 3 46 +1 625 627 + 0.3 257 268 + 964 926 - 3.9 2,190 2,011 -			

^{*}Change in total area reflects minor annexations since 1959.





ELIZABETH CITY NORTH CAROLINA



EXISTING LAND USE

1967

CENTRAL BUBINEBB DIBT.



PUBLIC AND BEMIPUBLIC

MEDICAL FACILITY

The area outside the city within the Elizabeth City Planning Area is not completely shown on the 1959 Land Use Map. When prepared, the 1959 base map did not include all of the one mile planning area. Also, as Table 1 indicates, the total areas inside and outside the city have changed slightly during the past eight years because of annexations to include public housing areas lying adjacent to the city limits. These annexations not only added to the total land area inside the city but also caused a proportionate increase in the one mile planning area.

Figures for the Central Business District land use from the 1965 survey have been incorporated with the 1967 survey to make it comparable to the original 1959 figures which include the central area. As the above figures indicate, the most important changes in land use have been the growth of residential development both inside and outside the city, and the rapid expansion of commercial and industrial development outside. The following sections provide an analysis of these and other significant land use changes.

Commercial Development

The major trend in the location of new commercial activities in the Elizabeth City Planning Area has been the strip development of Ehringhaus Street and Hughes Boulevard. The former provides the major western entry into the city off U.S. Highway 17 and leads directly to the Central Business District. The latter is the western portion of the bypass route for U.S. 17. The traffic congestion, deteriorating structures, and lack of adequate parking that plague the Central Business District have provided a powerful stimulant for outlying commercial development. The greatest concentration of this new development is occurring outside the city limits on the west side of the city in and near a triangular area delineated by Halstead Boulevard, Ehringhaus Street, and Hughes Boulevard (U.S. 17 Bypass). Recent construction within this area include a new motel, a restaurant, a service

station, a bowling alley, a rest home, and offices for Virginia Electric and Power Company. Compared with other commercial areas in town, the quality of these new businesses is very good. Adequate off-street parking has been provided and no problems exist except for somewhat increased traffic congestion.

In terms of its impact on the Central Business District, an even more significant development, Southgate Mall Shopping Center, has been initiated on the southeastern side of this triangular development. It will provide one or two department stores, a variety of smaller stores, adequate parking areas, and ample room for the planned future expansions. There is no doubt that this development will have a considerable impact on retail sales in the Central Business District. Unless steps are taken quickly to provide adequate parking and better circulation patterns for automobiles, merchants can expect to lose much of their business.

Unfortunately, all the outlying commercial development is not clustered into commercial areas or districts. Half of Ehringhaus Street was originally zoned for commercial development. The rest was about equally divided between manufacturing, office and institutional, and low density residential zones. Through amendments to the ordinance, all but one small residentially zoned area have been rezoned for commercial development.

Strip commercial development has occurred the length of Ehringhaus Street. Most of the new development outside the "triangle area" is of good quality and adequate off-street parking has been provided in most instances. The poorest quality of commercial development is located on what is called the "Endfield Property." This piece of city owned land contains a number of multi-family public housing units built during the Second World War. The row of structures abutting Ehringhaus Street was sold by the city and converted by the owners for offices and business. Few external changes have been made to the wooden buildings and parking is generally inadequate. Aside from this small cluster development, commercial uses are scattered along the street from the Central Business District to the triangle development.

Roughly the same pattern is developing along the U.S. 17
Bypass (Hughes Boulevard) that has occurred along Ehringhaus Street.
Almost all of the north side of the highway is zoned for manufacturing, except for two narrow strips zoned for commercial development, and one short section ear the "triangular commercial area" zoned for low density residential use. Over half of the south side of the highway is zoned for strip commercial development, and most of the rest for medium density residential.

Commercial development was originally clustered at the northeastern end of Hughes Boulevard, but has not been expanded rapidly along the southwestern section. In addition, there are scattered commercial uses in residential areas which are nonconforming at present. However, if present trends continue, commercial development will line almost all of this highway. In effect the city council is permitting pressure from commercial developers to determine the pattern of development along these important arterials. It should be pointed out that much of the land along these streets originally zoned for commercial use has never been developed, or redeveloped as the case may be. The result of the strip commercial development is that streets that were built to serve through traffic and provide access to the city are being choked with a growing number of access points which interrupt the traffic flow and make it much more dangerous to travel these streets.

Industrial Development

No new manufacturing establishments have been constructed within the city limits since 1959. There have been renovations and enlargements of existing uses. The most important of these is the expansion of the granary on the river, located in the northeastern part of the city. The soft drink bottling plant on Ehringhaus Street has ceased operations, and the building has been converted to office and retail use.

The major construction outside the city limits has been the doubling in size of the Supac Plant, located on the Weeksville

Road on the southeastern side of the city. The facility manufactures textile products. Although not within the planning area, the purchase and development of the former Naval Air Station by the Westinghouse Corporation is having an important impact upon the city's economy. This facility is located about six miles south of Elizabeth City on the Weeksville Road. It manufactures cabinets made primarily from wood, some of which is grown within the region. The current rate of employment is about 300, making it the largest industrial employer in the area. Projections of future employment are from 500 to 1,000. Thus the growth potential of this facility is of considerable importance to the city and its plans for the future.

Although there are adequate vacant industrial sites for future expansion, in terms of space, within the city limits adjacent to the railroad and near the river, none are very attractive and some lie in poorly drained areas. Because most light manufacturing facilities rely heavily on trucks for transport, it is likely that tracts of land lying just beyond the developed areas, particularly along Halstead Boulevard, will have more appeal to industrial prospects. Planned extensions of the city's sewer and water facilities will make it possible to extend city services to these areas with relatively little additional cost.

Residential Development

Changes in residential development in the Elizabeth City Planning Area from 1959 to 1967 have been created by four different forces; private enterprise, the building inspection program, the public housing authority, and the redevelopment commission.

The major contribution of private enterprise has been the construction of about 300 medium priced and expensive homes. These homes have been located primarily in the fringe areas of the city.



The city has had an active program of housing inspection since 1965. During the last two years it has carried out inspection in 2,130 houses or approximately 60 percent of the estimated residences within the city limits. Of those inspected 62 percent or 1,313 were found in good condition. A total of 817 houses was found in need of repair of which 293 required condemnation. A total of 258 structures have been demolished, 121 through the housing inspection program and 137 under the redevelopment commission program.

The Housing Authority has built two major public residential projects: Debry Courts with 140 units and Hariot Heights with 50 units. Another project of 60 units is contemplated for the Harney Street Redevelopment area. DeBry Courts is located on Pear Tree Road on the south side of the city. All residents in the housing area are Negro. Hariot Heights is located on the west side of the city on Ehringhaus Street. Most of the residents in this development are white.

The Redevelopment Commission has been active in carrying out the Harney Street Project, which as indicated above condemned and removed 137 substandard homes. Although the Harney Street Project is completely planned at this time and nearly all of the structures removed, no improvements have been started. At present, the commission is working on another project for redeveloping several blocks on the south edge of the Central Business District.

Public and Semi-Public Development

Land in this category includes public and private schools, colleges, medical facilities, churches, cemeteries, recreation areas, and other public facilities. The only significant change in school and college land use within the planning area was the addition of the College of the Albemarle in 1963, a combined two-year community college and technical training institute. The college is located at the east end of Riverside Avenue on a small

tract of land less than four acres in size. The property extends along the river shore to Pryor Avenue and is enclosed on all land-ward sides by residential development. The classroom and administrative building was formerly the old city hospital. Although the college development harmonizes with the neighborhood, it is severely cramped for space for future expansion. Enrollment has increased by about 50 percent each year, and presently is about 500. Serious consideration should be given to finding a new site elsewhere in the city which would provide more adequate room for the necessary functions of the college and for future expansion.

Albemarle Hospital, a 150 bed facility, was built in 1961 on a 30 acre tract on U.S. Highway 17, about three-fourths of a mile north of the city limits. Nearing completion, on an eight acre tract bordering on the south side of the hospital property, is a new medical clinic, which will provide office space for most of the city's doctors. These additions are the major new expansions of medical facilities in the planning area since 1959. The properties are well landscaped, the buildings have a very pleasing appearance, parking areas are paved and adequate in size, and traffic entrances and exits are well handled and present no significant problems. Nurses' quarters have been constructed at the hospital, and there is space for future expansions to the complex as they are needed.

The amount of land used for churches has not increased significantly since 1959. There have been some expansions of existing facilities, and several new churches have been built. However, some older churches have been abandoned or torn down, so that the net change in acreage used has been small. Cemeteries within the city limits have been almost completely filled. In fact most of them have been filled for many years. A new cemetery on West Main Street Extension outside the city limits has been heavily used. During the planning period additional cemeteries will be needed by the city's population. However, it is probably that most of them will be located outside the planning area on relatively low value land.

Public recreation areas and facilities are almost nonexistant in Elizabeth City. Behind the Boy's Club, the city owns 13 acres, which contain three paved but unlighted tennis courts and turf covered open areas. Other than this property, the city owns four acres developed as a ball park for a teen-age baseball program. The amount of additional land needed for existing and future public recreation use, about 250 to 300 acres, will be discussed fully in the Revision of the Community Facilities Plan, a companion report of this study.

Other new public uses include the city hall, built in 1961. It is located in the Central Business District on East Colonial Avenue. Space is provided for administrative offices and the police department. The building is located on a small lot, with no off-street public parking provided. Additional parking space is badly needed.

A recently acquired piece of property on Camden Causeway is being used as a land fill. The city plans to convert the area into a park after land reclamation is complete. At the present time the area is heavily used for trash and refuse dumping and is inadequately controlled. Paper and debris blow across the highway littering the whole lower end of the causeway. Fencing is badly needed. In addition, more care should be taken to pack the rubbish and cover it with earth. This open dump is an eyesore and spoils the eastern approach to the city over U.S. Highway 158. A new sewage treatment plant is being built on a tract of land on the northeast side of town bordering on the Pasquotank River. The land lies in a swampy area just outside the city limits. It is being filled and reclaimed by a massive dredging and filling process. When future expansion of this facility is needed, the land will be available.

Because considerable amounts of additional public land will be needed for recreation areas and facilities and for school and college expansions, much of the new public land development will occur outside the city limits. The amount of vacant land suitable for building purposes inside the city is limited, and much of it is in small parcels, inadequate in size and accessibly for many needed public areas.

Utilities

Land used for public utilities within the city limits is an insignificant portion of the total land area. The increase in land use for utilities outside the city has been caused mainly by the location of a new Virginia Electric and Power office on West Ehringhaus Street, a new Norfolk and Carolina Telephone Company maintenance and shop facility on West Church Street Extension, and additional power sub-stations.

Vacant, Agricultural, and Wooded Land

Of the total land in the Elizabeth City Planning Area, over 3,000 acres is made up of vacant, wooded, and agricultural land. Within the city limits, woods land drainage ways, swamp land, and agricultural land take up about 500 acres. The remaining vacant land is generally in small tracts scattered throughout the city. Development is relatively dense north of the Central Business District, with little vacant land available. Most of the land that is available has been zoned for industrial or commercial use. On the west side of the Central Business District, between Main Street and Enringhaus Street, there is one fairly large tract of land, zoned industrial. Other small tracts are available for residential development and they are being built upon gradually. South of Ehringhaus Street and eastward to the river is a predominantly residential area. There are numerous small and medium sized vacant spaces scattered throughout this part of the city. The south central part is primarily in Negro residential development. New construction is very slow in this section and the vacant land is not being developed very rapidly, since much of the new construction is in replacement homes. southeastern area, on the other hand, is the location of the best new residential construction in the city. Thus far development in this area has been somewhat clustered, but several undeveloped vacant spaces remain. However, almost all of these spaces are platted and new homes are gradually filling them up. There is a definite limit to the amount of new residential construction that can take place within the city. It is unlikely that the land area within the city will be used for more than 300 new homes in the future. Much of the wooded land is low lying (particularly on the north river shore and along the branches and streams leading to the Pasquotank River) and unsuited for residential development. Other tracts that are available are situated in deteriorating low income neighborhoods which inhibit new development.

Outside the city limits are generous tracts of open space, but much of it is not suitable for residential development. The best land lies north of Knobbs Creek along U.S. Highway 17 north, on the west side of the city near Halstead Boulevard and on the southeast side of the city extending southward along the river. The southeastern section of the planning area probably will continue to receive a large amount of the new residential development because it has more available land, contains the best new development, and is more accessible to the major shopping areas than land on the north side of the city. Agricultural uses continue to "tie up" most of the land on the west side of Halstead Boulevard, and residential development in that area has been very slow.

It is probable that most of the new industrial development will take place outside the city limits, either along U.S. High-way 17 north or south of the city, Halstead Boulevard, or Weeks-ville Road. The city has zoned tracts of land on the north side of town along Knobbs/Creek for industry, but the attraction of water transportation by barge has been more than offset by the fact the land is swampy or very poorly drained and has unattractive surroundings.

Land on the north side of U.S. Highway 17 Bypass (Hughes Boulevard and Westover Boulevard) has also been set aside for industrial development. This land is served by the railroad which lies just north of the highway. However, in the past nine years no industries have located there, although some bulk petroleum and warehousing facilities have been added. A deterrent to industry's locating on these sites is the cluttered and generally unattractive appearance of the area.

Conclusions

Elizabeth City, including its one mile area, is expanding in growth primarily to the southeast and to a lesser extent to the north and the west. Map 3 shows the new growth, barriers to growth, and the probable directions of future growth.

New commercial development has tended to become decentralized from the Central Business District area since 1959. Ehringhaus Street and Hughes Boulevard are rapidly undergoing strip commercial development, with resulting problems in traffic congestion and nuisance to existing residential development. With the completion of a new shopping center, the "triangle" formed by Halstead Boulevard, Hughes Boulevard, and Ehringhaus Street will contain the largest commercial concentration outside the Central Business District. The economic problems in the Central Business District have been aggravated by the loss by fire of the main office and commercial building in the heart of the downtown. Added to this are traffic congestion on the narrow downtown streets and inadequate off-street parking facilities.

There has been no industrial development within the city limits for many years. The sites reserved for industrial use within the city are either on marginal land or surrounded by unattractive development. Better sites are available outside the city.

Public and semi-public land inside the city has increased only slightly, indicating the lack of an aggressive program to acquire and develop public recreation areas and facilities. Outside the city limits, medical facility expansion has accounted for most of the measured increase in public and semi-public land.

Public housing development has provided 190 units for low income families. Obviously many more adequate housing units are needed for low income families. About 200 new homes have been built within the city during the past nine years and about 100 within the one mile area. These developments are generally well laid out and very attractive in appearance.

Expansion of land used for streets and public utilities has been relatively minor. The amount of vacant land available for development has decreased gradually, both within the city and outside. Because desirable building space is becoming scarce within the city, most of the new development will have to occur outside.

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PROJECTIONS & COMPARISONS



POPULATION PROJECTIONS AND FUTURE LAND USE COMPARISONS

This section provides a brief summary of Elizabeth City's population growth during the past 60 years and a projection of the population up to 1990. Based on these projections, estimates of future land use needs have been made for residential, commercial, industrial, and public and semi-public land.

Population Projections

Based on the studies of Elizabeth City's population contained in the 1961 <u>Development Plan</u> and the 1965 <u>Downtown Elizabeth</u>

<u>City - Population and Economic Background</u>, the city's 1980 population should fall somewhere between 16,000 and 19,000. Based on past trends in population growth, it is probable that the higher figure will be the most reasonable assumption.

Table 2 shows the population growth of the city between 1900 and 1960.

TABLE 2 - POPULATION AND PERCENT INCREASE PER DECADE FOR ELIZABETH CITY, 1900-1960

Year	Elizabe	eth City	State of	E N. C.
	Number	Percent	Number	Percent
1900	6,348		1,893,810	
1910	8,412	+32.5	2,206,287	+16.5
1920	8,925	+ 6.2	2,559,123	+16.0
1930	10,037	+12.5	3,170,276	+23.9
1940	11,464	+15.2	3,571,623	+12.7
1950	12,685	+ 9.7	4,061,929	+13.7
1960	14,062	+10.9	4,556,155	+12.2
Average in-				
crease per				
Decade since				
1910	942	10.9	391,645	15.7

In order to arrive at an estimate of the land that will probably be developed within the Elizabeth City Planning Area (all land within one mile of the city limits, plus the city itself) by 1987, population projections have been made for the outlying areas. The projections are based on estimates derived from existing residential development in these areas. Thus population figures for the outlying areas have been projected in parallel with those for the city, and added together to arrive at a total for all of the planning area. It has been assumed that the rate of increase (12 percent) used for the city's population would be doubled in the outlying areas, since most of the new growth is occurring there (see table below).

TABLE 3 - POPULATION PROJECTIONS, ELIZABETH CITY PLANNING AREA, 1987

Year	Within City Limits	Within One- Mile Area	Total Planning Area Population
1960	14,062	1,350	15,412
1967	15,243	1,577	16,820
1970	15,749	1,674	17,423
1980	17,639	2,076	19,715
1987	19,121	2,423	21,544

Three City Comparison of Land Use Figures

Land use acreages and acres per 100 persons have been compiled for Williamston and Wilmington and may be compared with those for Elizabeth City. These cities were chosen because they are both located in the coastal plain and on the banks of rivers. Therefore, they should have many basic development characteristics in common. The City of Williamston is approximately onehalf the size as Elizabeth City, while Wilmington is three times larger. The figures below indicate land use totals within the corporate limits only.

TABLE 4 - COMPARISON OF LAND USE FIGURES FOR ELIZABETH CITY, WILLIAMSTON & WILMINGTON

	Elizabeth City (15,000 Population)	Acres Per 100 People	William- ston (7,000 Population)	Acres Per 100 People	Wilmington (45,000 Population)	Acres Per 100 People
Residential	828	5.43	397	5.69	1,503	3.41
Commercial	91	.59	78	1.11	171	.39
Industrial	22	.14	65	.92	426	.97
Civic Services	127	.83	71	1.01	362	.82
Street	627	4.11	240	3.42	1,030	2.34
Vacant	1,060	6.95	743	10.61	1,388	3.15
Total Acres	2,755		1,594		4,880	

It is difficult to make any detailed conclusions from the comparison of land use statistics from various cities because of the differences which may exist in their development pattern. However, very generalized conclusions can be considered which may give some evaluation of future land use trends.

As shown by the land use comparisons above, the computation of future land use needs can not be based totally upon the increase in population. Consideration must be given to the specific conditions of a given locality.

The figures for the three towns indicate that as a city gets larger the amount of land which is utilized per unit of population tends to become smaller. For example, the acres per 100 persons of residential land is about two acres less in Wilmington than in Elizabeth City and Williamston indicating the increased densities at which residences have been developed. Other things indicated by the comparison is that the amount of land used for social and cultural and transportation purposes decreases proportionally as the city increases in size.

This analysis indicates that most of the conclusions drawn in the 1959 Development Plan are still valid. The greatest use of land is for residential purposes. The amount of land being utilized for both recreation and industrial purposes is low, and the amount of developable vacant land within the city limits is low, indicating the compact nature of development. Although the city is limited in its ability to create policies which will change the economic potential of the city, it can develop more land for recreational purposes. This has been recommended and is contained in the separate report updating the community facilities plan. The development of other land uses will necessarily be dependent upon greater industrial employment. This is primarily related to the future possibilities which exist in the development of the Westinghouse plant and the effect that this will have in regard to increased housing and commercial development.





REVISION OF THE GENERAL DEVELOPMENT PLAN

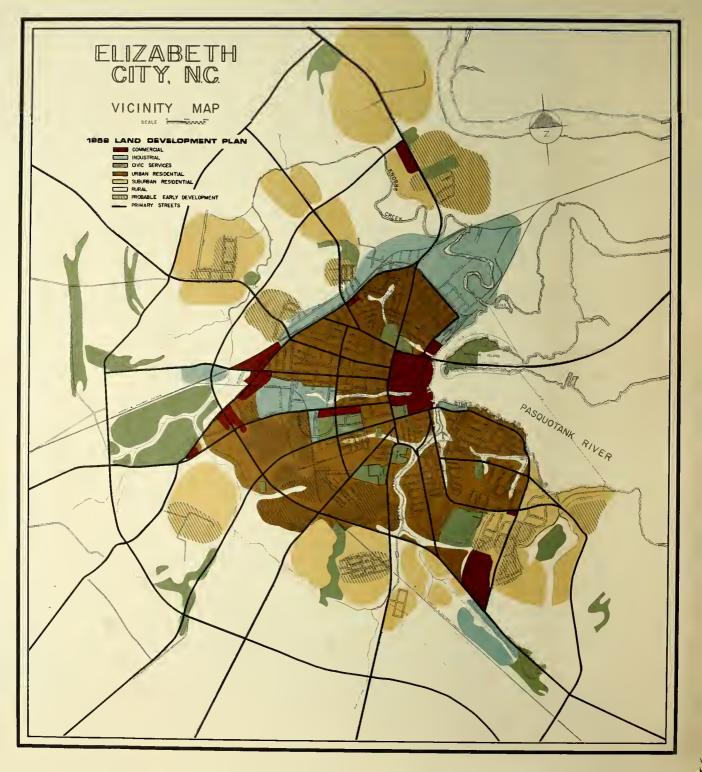
This section provides a discussion of each land use by type and sets forth the recommended changes in the 1959 Land Development Plan for Elizabeth City. Reference should be made to the 1959 Development Plan as well as to the 1967 Plan when reading this section. It will be noted that the 1959 Plan was divided into three major elements, a drainage structures plan, a sketch thoroughfare plan, and a land use plan. The 1959 Development Plan map used in this report combines all of these elements into one map to provide better comparisons with the 1967 map which also includes all these elements. The following land use types will be included in this section: commercial, industrial, public and semi-public, residential, utilities, street, and vacant, agricultural, and wooded.

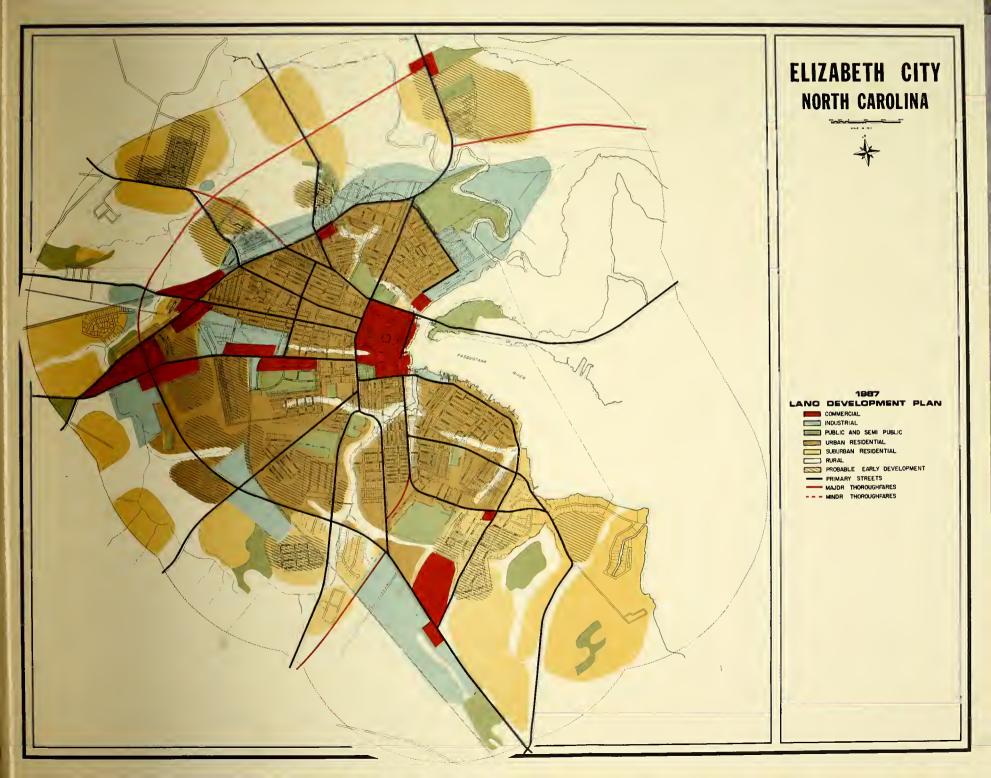
1987 Land Use Projections

Based on the above population projections, national standards of recreation land use, local averages of commercial, residential, public and semi-public, street, and utility land use, the following projections have been made for land use in Elizabeth City Planning Area for 1987. Computation of future land use needs is explained in the following discussions of each land use type.

TABLE 5 - PROJECTED LAND USE, 1987

6	1967	1987	Provided
	Land Use	Projected Needs	For In Plan
·			
Commercial	160	210	240
Industrial	117	250	565
Public and Semi-Public	287	675	600
Residential	1,048	1,375	2,100
Utilities	58	7 5	7 5
Street	895	1,000	1,000
Vacant, Agri. and Wooded	2,937	1,912	922





Commercial Land Development

According to land use projections, an additional 50 acres will be needed for commercial development by 1987. At the present time, there are 96.3 people per acre of commercial land in Elizabeth City. If this ratio remains constant throughout the planning period, Elizabeth City will need 60 additional acres of land for commercial use. A large part of this acreage will be utilized by a shopping center that is already planned. The remainder of the projected needs will be utilized by neighborhood shopping centers and a small increase in highway oriented business.

There are thirty additional acres of land provided for in the plan. This extra land is provided in order to compensate for unpredictable occurrences such as a downtown automobile dealer moving to the outskirts of town and utilizing a much larger amount of land.

Based on present trends, most of this new development will take place outside the present city limits. The revised plan provides for continued expansion of the new commercial node which is developing at the intersection of Halstead Boulevard and Ehringhaus Street. Smaller nodes have been designated for the intersection of the proposed Halstead Street Extension and U.S. Highway 17 near the hospital, and the intersection of Halstead Boulevard and Edgewood Drive on the south side of the city. These proposed nodes and expansions of existing development will provide commercial shopping centers to accommodate anticipated new residential growth. In addition, they are tied to the proposed inner loop arterial system and should therefore be more accessible to outlying suburban development than cluttered strip commercial development on Hughes Boulevard or Ehringhaus Street.

Industrial Land Development

It has been pointed out in this report that no new industrial development has taken place within the corporate limits of

Elizabeth City in the past ten years. During this period, one plant has been located outside the city within the planning area. Most of the land within the city that has been set aside for industrial development is not competitive with what most cities have to offer. Much of the land set aside is low lying and poorly drained, and most of it has unattractive surroundings. There are no vacant tracts within the city limits other than those zoned for industrial use that are suitable for such development. However, within the planning area are several tracts which are well drained, attractive in appearance and surroundings, and served by a railroad and an adequate arterial highway. Three new sites on Halstead Boulevard are proposed for new industrial development. Planned extensions of the city's water and sewer system will permit these services to be extended to the Halstead Boulevard area in the near future. It is proposed that much of the area lying along Hughes Boulevard be left in industrial or wholesaling zones. However, the tract of city owned land bordered by Knobbs Creek could be well utilized as a public recreation area. Parts of this site need filling which could be accomplished by shifting the sanitary land fill as the other sites fill up. The rest of the industrially zoned land could be used for lumber mill expansion, oil bulk plants, coal yards, building materials fabrication, and wholesaling and storage facilities.

What must be kept in mind is the fact that the typical modern light industrial plant is not being located in the old, run down parts of town, but is being built on well drained prime developable land. In order to have a reasonable chance in attracting new manufacturing industries, a city must have such land available at a reasonable price, and it usually must be served by water, sewer, electricity, and a railway and highway.

It is not practical to base future land use needs completely upon the expected increase in population because a small plant can employ a large number of employees and a large plant can employ a small number. However, the tendency of new industrial plants is to buy large sites in order to have adequate space for such things as landscaping and parking. Also in order for Elizabeth City to support the projected increase in population, the city must increase job opportunities by at least thirty percent. Because of the necessity for more jobs and the desire for larger sites, industrial land use will double during the planning period. However, much more land is provided in the Land Development Plan because multiple sites must be offered to the prospective industries.

Public and Semi-Public

ent acreage of public and semi-public land if it is to raise itself to national standards for recreation areas and facilities. The general lack of these facilities is the greatest shortcoming the city faces today in trying to provide an adequate range of public services and facilities for its people. The lack of these facilities has been a detriment to the city in its past. Just as a lack of suitable industrial sites has deterred industrial growth in the past, so will a continuing lack of adequate recreation facilities cripple the city's future growth and development.

If the city provides the needed land for recreation by 1987, about 300 acres will be needed. The major proposed facility will be a large park of about 200 acres that should be available for use by city and county residents. This facility should be located adjacent to the new consolidated city-county school off U.S. Highway 17 just west of the city. The football stadium, parking areas, and certain multiple use areas could be located on the city owned facility adjacent to the school. However, a separate community center building should be built on

¹The standard of the National Recreation Association is 10 to 15 acres per 1000 people.

the city park and building space should not be shared with the school.

Another major park would be located on Knobbs Creek at the intersection of Hughes Boulevard and North Road Street. Most of this proposed location is already owned by the city. Additional lands could be acquired and the low spots in the area could be filled to provide a park and picnic facility of 50 to 100 acres. This park would border Knobbs Creek and would provide access to the Pasquotank River. A third proposed new recreation facility would be located just west of the hospital on the north side of Highway 17. This park would contain 25 to 50 acres and would provide direct water access to the Pasquotank River since it would border the river.

Additional recreation areas proposed in the 1959 Land Development Plan are shown on Page 25. A more detailed plan for recreation is contained in the Revision of the Community Facilities
Plan. Other lands needed for public and semi-public land use
such as churches, city buildings, and medical facilities are
difficult to project and show on a small scale map. Thus, only
the major uses in this category are shown on the 1987 Development
Plan.

Residential Land Use

It is anticipated that over 300 acres of land will be used for new residential development in Elizabeth City during the next twenty years. This projection is based upon the theory that residential land use will increase in direct proportion to the increase in population. Approximately 500 acres of additional recreational land is provided in the plan. Not all of this land is expected to develop, but if development occurs, it should be residential.

Based on present trends, the major direction of new growth will be to the south of the city, with further development of a smaller scale to the west and north. The 1987 Development

Plan indicates additional areas other than those shown on the 1959 Plan that are expected to undergo residential development. The new consolidated high school will tend to reinforce the developmental attraction of the new shopping core developing at the intersection of Halstead Boulevard and Ehringhaus Street.

<u>Utilities Development</u>

Compared to the other types of land use discussed above, utilities will take a small amount of additional land by 1987, only about 20 acres. This land will be scattered in small tracts throughout the planning area.

Street Development

The projected outward extension of the growth and development of Elizabeth City will require a number of additional residential streets and several new arterials and connecting links. It is anticipated that about 200 additional acres of land will be used for street development in the next twenty years. Most of this new development will occur outside the existing city limits but within the planning area. The major proposed improvements are described in the Elizabeth City Thoroughfare Plan prepared for the city by the N. C. Highway Commission in August 1965. This plan has been incorporated in the 1987 Development Plan.

Vacant, Agricultural, and Wooded Land

The vacant, agricultural, and wooded land in the Elizabeth City Planning Area is expected to decline by over 1,000 acres in the next twenty years. As the pressure for new land increases, the expense for land is likely to rise. A wise public policy of acquiring lands for public use in accordance with a plan and well in advance of their actual development can save the taxpayers a great amount of money. The city should gear its capital improvements budget so that such advance acquisitions can be made.

RECOMMENDATIONS & IMPLEMENTATION



RECOMMENDATIONS AND IMPLEMENTATION

RECOMMENDATIONS

The plan contained in this report is a generalized blueprint for the future growth and development of the Elizabeth City Planning Area. The city has made great strides in the past nine years in improving its housing conditions with the adoption and enforcement of uniform building codes and housing codes. In addition, a new zoning ordinance and subdivision regulations were adopted in Many improvements in public facilities have been made since 1959. The most notable is the sewerage treatment plant now undergoing construction. The urban renewal program is revitalizing some of the older, worn-out parts of the city and at the same time adding needed public facilities. However, there are many problems to solve. The following recommendations, some of them first proposed in the 1961 Development Plan Report, are made to accompany the Development Plan. They are concerned with the planning, administration, and development of the city.

- 1. It is recommended that a comprehensive study be made of the feasibility of annexing the areas outside the city limits that are receiving "spillover" development. The divergent directions of growth will make it difficult to take in all areas at once because of the expense involved in providing municipal services. However, it is important that the city adopt a policy of annexation before problems of providing municipal services becomes so great and expensive that annexation becomes economically unfeasible.
- 2. It is recommended that the city create a Municipal Recreation Department and hire an administrative director
 and staff directly responsible to the City Manager. The
 newly appointed Recreation Advisory Committee should work
 with the director in helping him to prepare a comprehensive recreation program for Elizabeth City. In time,
 the new committee should be designated The Recreation
 Commission and it should work to provide citizen support
 for the program and to advise the director and staff of
 the city's needs.

- 3. The city should take immediate steps to implement the recreation plan contained in the Revised Community Facilities Plan. The greatest need at the present time is to acquire the needed land for the development of recreation areas and facilities.
- 4. It is recommended that the city increase its efforts to implement the Central Business District Plan adopted in 1965. The competition from commercial areas on the perimeter of the city is making serious inroads on the economic viability of the downtown area.
- 5. It is recommended that the merchants in the Central Business District take immediate steps to provide additional
 off-street parking in the central area to match the
 efforts made by the city.
- 6. The existing zoning ordinance needs revisions to bring it up to date. The policy of using amendments to the zoning ordinance to shape the future pattern of development should be revised. The ordinance should reflect realistically the desirable future pattern of development, namely the Revised Land Development Plan.

IMPLEMENTATION

Among the programs available to aid the city in planning, acquiring, and developing additional public facilities are the following.

Land and Water Conservation Fund Program

Under the Land and Water Conservation Fund Act of 1965, states and their political subdivisions are eligible for grants for planning, acquiring land and developing outdoor recreation areas and facilities. Governmental units who wish to apply must present to a liaison office the project to be administered. This program is being administered at the State level by the State Planning Task Force, North Carolina Department of Administration.

Neighborhood Facilities Program

Under the Housing and Urban Development Act of 1956, local public bodies are eligible for grants to assist in financing specific projects for neighborhood facilities such as youth centers,

health stations, and other public facilities that provide social and related services to neighborhoods. Grants may be three-fourths of the cost of new construction, acquisition or rehabilitation.

For information contact the Urban Renewal Administration,
U.S. Department of Housing and Urban Development, Washington, D.C.

Advance Acquisition of Land

This program encourages and assists local public bodies or agencies to acquire, in a planned and orderly fashion, land and interests in land to be utilized in connection with future construction of public works and facilities. Grants are authorized not in excess of the aggregate amount of reasonable interest charges on funds borrowed locally to finance the acquisition of land for a period of five years from the date the loan is made or such financial obligation is incurred, until an earlier date when construction begins on the public improvement for which the land was acquired.

For information contact: Community Facilities Administration, U.S. Department of Housing and Urban Development, 645 Peachtree - 7th Building, NE, Atlanta, Georgia 30323.

Advances for Public Works Planning

This program provides interest-free advances to States, their political subdivisions, and public agencies to assist them in planning essential public works and community facilities (except public housing) to be constructed within a reasonable period.

The planning advances are repaid to the Federal government when construction begins.

For information contact: Community Facilities Administration, U.S. Department of Housing and Urban Development, 645 Peachtree-7th Building, NE, Atlanta, Georgia 30323.

